

~~SECRET~~

RR-1-62

20 April 1950

MEMORANDUM FOR: ACTING EXECUTIVE

SUBJECT: Requirements - ORE Proposal for Transfer of L/OCD Functions to ORE Requirements Staff

REFERENCE: (a) AD/ORE Memo on Requirements dated 10 April 1950
(b) AD/ORE and AD/OSI Memo on "Office of Overt Collection" also dated 10 April 1950

1. In reference (a), ORE advances proposals for certain changes in the "CIA Organization and Functions" as presently prescribed, with specific reference to the coordination and processing of Requirements. Existing instructions assign the following described functions to OCD:

- a. "Provides centralized services in the final (underlining mine for emphasis) coordination of intelligence requirements; ascertains which government facilities are best able to satisfy specific requirements; and assigns collection missions to the several governmental intelligence collecting agencies and to the CIA operating offices.
- b. "Receives intelligence requirements from within and outside CIA, screens out duplications and overlaps, and effects final coordination of the requirements by direct consultation with the offices concerned.
- c. "Issues Collection Directives expressive of requirements, utilizing the collecting and reporting facilities of CIA and other government agencies which can best produce the requested material without unproductive duplication and overlap."

2. In brief, reference (a) proposes the transfer of the above-described functions from OCD to ORE, with the consequent almost total assumption by ORE of the responsibilities of the Liaison Branch of OCD. The reasoning presented in reference (a), is calculated to support the conclusion that these functions can be performed more effectively by an ORE Requirements Staff, than by the Liaison Branch of OCD, as at present.

3. It is agreed that requirements should be processed by a system which will ensure delivery to the collectors in the most expeditious manner appropriate to the priority of need, but also in conformance with sound administration and in consideration of the several interests independent of ORE. Within CIA alone, the Liaison

~~SECRET~~

~~SECRET~~

Branch receives requests not only from ORE, but from OSI, OSO and OPC as well. Note is taken of the statement, to wit: "Anything that retards or adulterates the achievement of these goals is a defect in the system." The "Requirements Staff" of ORE falls within the sense of that statement, and establishes an additional hurdle in the requirements processing system. It would not be unworthy to consider the desirability of eliminating this hurdle and to provide for the routing of collection requests from the ORE Branch Chiefs to L/OCD, direct. Such a revision of the method of processing now in effect, is not being recommended, however, for the reason that other administrative considerations seem to militate in favor of the preservation of the present system. It is strongly suspected, however, that ORE Branch Chiefs might be heard to express a contrary opinion with respect to the desirability of retaining a "Requirements Staff" in ORE, in contrast with a procedure which would enable them to deal with L/OCD direct. But, ORE is a large organization, comprised of several components having independent functions. Accordingly, a coordination of these several interests within ORE, at the level of the Requirements Staff, is not without justification. But the proposal that this Requirements Staff finally coordinate the several interests outside ORE, is not administratively sound. Here, the coordinating office should be wholly independent of any intrinsic interest in the matter being processed.

4. We are going to presume that the personnel assigned to the Liaison Branch of OCD are constituted with an intelligent understanding of written English, and accordingly will understand the true import of Requirements Requests received for processing. If it is being contended that the ORE analysts exclusively will so understand, then it follows that the ultimate collector in the field will not understand, and consequently the request will not be adequately satisfied. The functional statement set forth under paragraph 1b. above, appears to be eminently effectual, to wit: "...effects final coordination of the requirements by direct consultation with the offices concerned." It therefore follows that Requirements must be plainly written in usually understood English and without latent intent, and if so written L/OCD is entirely competent to effect appropriate coordination and to assess the total effort priority assignment.

5. The statement appearing under paragraph 10 to the effect that "production offices should be the only originator of requirements," is not wholly concurred in because both OSO and OPC also place requirements with L/OCD. They must be aligned with requests from the two CIA production offices in the assignment of an overall CIA priority.

6. With reference to paragraph 11(c), ORE establishes priority and deadline for ORE requests, but when consolidated with other independent interests, L/OCD must fix the priority when related to the total effort.

~~SECRET~~

~~SECRET~~

7. Paragraph 13 is an effort to justify the existence of the Requirements Staff as presently placed, or in augmentation thereof, as proposed. This justification is extremely weak, and suggests the desirability of placing analysts under instruction leading to greater proficiency in the drafting of requests for information, in language which will be readily understood by the lay collectors in the field.

8. With reference to paragraph 15(a), the establishment of an interagency coordinating committee, to serve the purpose expressed, is believed to be unwarranted. With reference to paragraph 15(c), an initial coordination by ORE with OSI and the external intelligence agencies on a basis of "Desk-to-Desk" liaison is considered to be wholly appropriate and desirable. However, final coordination of the several interests independently communicated by CIA and other agencies, should be effected by L/OCD in conformance with presently prescribed coordinating functions.

9. The following comments refer to the principles stated under paragraph 17, and these sub-paragraphs correspond therewith:

(a) In the broad sense "all intelligence collection should be in response to requirements." However, there should be no failure to recognize the character of collection essential to the development of IR and BR. And further, the above principle should not be interpreted to mean "expressed requirements." Such a narrow interpretation would preclude "opportunity collection" in the exercise of intelligent initiative.

(b) O. K.

(c) Acceptable as a general concept, subject however to the following specific comment:

(1) Paragraphs 11(c), (d), (e), and (f) are stated to be encompassed within "Formulation," and they are not substantive, but procedural steps.

(2) L/OCD must retain final coordination and total effort priority assignment functions, as presently prescribed in "CIA Organization and Functions."

(d) If ORE desires to maintain a small Requirements Staff for the purpose of coordinating the efforts of the several ORE Branches, and to provide for a higher level review of requests originating in such Branches prior to forwarding to OCD for action, no issue is taken with the desirability of including this intermediate processing step.

With respect to the processing of matter with other offices and outside agencies, the comment set forth under paragraph 8 above, applies.

~~SECRET~~

~~SECRET~~

(e) Satisfactory - with the proviso that this group be maintained small.

(f) Comment supplied above under paragraph 3 discusses multiple processing.

(g) ORE and OSI coordinate requirements initially. Final coordination involving all of the several interests (intra-CIA and inter-agency), can best be effected in an office having no intrinsic interest viz., L/OCD as presently constituted.

(h) Initial coordination on a basis of Desk-to-Desk liaison between production offices is certainly desirable, as time permits. Final coordination should remain a function of L/OCD.

(i) ORE establishes priorities governing action on ORE requests. L/OCD establishes total effort priorities.

10. The proposal of ORE presented in reference (a), which contemplates a transfer of the functions of L/OCD to a Requirements Staff in ORE, is not concurred in.

11. We also note that there is a proposal to transfer OCD's Liaison Branch to OO which collects from private sources (reference b). We think that the separate offices in CIA should try more assiduously to work together under the existing organization, devoting their attention to their prescribed duties rather than to efforts at reorganization.

PRESCOTT CHILDS, Chief
Coordination, Operations
and Policy Staff

cc: Management Officer
AD/ORE
AD/OCD
AD/CO
AD/OSI
AD/OSO

WCG/mhb,cd

~~SECRET~~